

COUNTY OF GLENN
PROBATION DEPARTMENT DESCRIPTION
JUVENILE & ADULT SERVICES
INTERVIEWS AUGUST 14, 2000

Interview Process

On-site interviews with six stakeholder groups were conducted in Willows on August 14, 2000. The small size of this county and its probation department made it possible to see the juvenile and adult groups together. The six stakeholder groups were as follows:

1. Judges and court administrators
2. Chief probation officer and senior staff
3. Line probation officers
4. Prosecutors and defense attorneys
5. County supervisors
6. Public community agencies

A total of 17 people were interviewed. This number included 2 judges and the court administrator, 3 senior probation managers, 6 line probation officers, representatives from 2 public agencies, 1 public defender, and 2 county supervisors. The same questions were addressed by several of the stakeholder groups. In certain instances, contradictory responses were given. These areas of contradiction are reported under the questions to which they pertain.

Prior to the on-site interviews, several actions occurred. Eighteen categories related to juvenile and adult services were developed. Each category included several questions specific to that topic. These questions were discussed, modified, and clarified at a meeting with representatives from the six counties selected to be part of this process. To accommodate the time frames of this project, participating counties were asked to address the questions in writing and to provide as much information as possible prior to the actual

interviews. *This report combines all responses and does not specifically identify the part of the justice system reporting.* The 18 categories are as follows:

- I. Demographic Information
- II. Organizational Structure
- III. Department Mission and Objectives
- IV. Policies and Procedures
- V. Monitoring and Evaluation Process
- VI. Management Information Systems
- VII. Funding Sources
- VIII. Probation Services
- IX. Specialized Court Services
- X. Probation and Private Service Provider Partnerships
- XI. Staff Development and Training
- XII. Communication Systems
- XIII. Program or Service Gaps
- XIV. Partnership with Judiciary
- XV. Partnership with Prosecutors and Defense Attorneys
- XVI. Partnership with Other Collaborative County Departments
- XVII. Juvenile Probation Partnership with Education System
- XVIII. Strengths of Probation Department

GLENN COUNTY

JUVENILE AND ADULT SERVICES DESCRIPTION

A total of 17 stakeholders addressed the questions related to juvenile and adult services.

The participant breakdown was as follows:

- Two judges and one court administrator
- Three senior managers
- Six line probation officers
- Two community agencies
- One public defender (prosecutor was ill)
- Two county supervisors

I. Demographic Information

A. Description of the county

Glenn County is a sparsely populated rural area that extends across the western and central portions of the Sacramento Valley, 90 minutes north of Sacramento. Census data reveals a total population of fewer than 30,000. This number includes fewer than 5,000 youth between the ages of 7 and 18. Glenn County is experiencing the impact of a rapid rise in youth gangs. Geographic and social isolation, high unemployment, and increased use/abuse of illegal drugs are factors contributing to the increase in gang activities.

Most of the industry and 43 percent of the county's population are located in two incorporated cities: Orland and Willows. The remaining 57 percent of county residents live in unincorporated areas.

Seventy-four percent of the county population are Caucasian; 20 percent are Hispanic; 3 percent are Asian and Pacific Islanders; and the remaining 3 percent are American Indian, African American, and other. Approximately 20 percent of

the county population are below the poverty level, and approximately 10 percent receive Aid to Families with Dependent Children.

Over 49 percent of the county's 9,000 households meet the eligibility requirements for government assistance. As a result of decreasing employment opportunities in agriculture and government industries, Glenn County is experiencing a declining economy. The downward economy has adversely affected the delivery of county human services and contributed to social deterioration. Law enforcement and community-based youth-serving agencies report that youth gangs include all racial and economic backgrounds.

The unemployment rate in the county is 13 percent, the fourth highest in the state and fourth highest among 22 county regions of Northern California. Glenn County ranks forty-eighth in the number of children living in low-income families, thirty-third in the number of families with children receiving AFDC/TANF, and fifty-second in the number of single female heads of household with less than 12 years of education.

B. Size of probation department

As of July 2000, the probation department had 35 budgeted positions. This number includes 6 administrative, 12 adult division, 7 juvenile division, and 11 juvenile hall positions. The department staff breakdown follows:

- One chief probation officer
- Two supervising probation officers
- One juvenile hall manager
- One deputy probation officer IIs
- Eight deputy probation officer Is
- Ten juvenile hall counselors
- Two administrative assistants
- Five office technicians
- One clerical assistant

- One domestic violence advocate
- One project coordinator
- Two outreach workers

C. Offender population, including types of offenses

The monthly workload includes the following:

- Approximately 800 adult probationers
- Approximately 125 adults in domestic violence caseloads
- Approximately 40 adults in drug court program
- Approximately 80 active juvenile probation cases

D. Juvenile hall staffing and population data

- One juvenile hall manager
- Ten counselors
- The Board of Corrections certified the juvenile hall at a rated capacity of 8
- The average daily population is 15
- The average stay is 35 days
- Four juveniles are in contracted camps
- Five juveniles are in the California Youth Authority
- The population is mostly male
- Most detainees are being held for felony offenses

II. Organizational Structure

A. History of structure

- For almost 50 years, the department was managed by a chief and line probation officers
- The current structure includes a chief and two supervising probation officers: one in juvenile services and one in adult services

B. Theory behind organizational structure

- The growth of the department requires a level of supervision between the chief and line officers

C. Reporting lines of authority

- Two layers of management:
 - Chief
 - Supervising probation officer

D. Discuss organizational structure strengths

- Very pleased with the addition of supervising probation officers
- Supervisors carry caseloads

E. Suggested organizational changes

- None

III. Department Mission and Objectives

A. Written department mission statement

- There has never been a department mission statement
- New chief is planning to develop a mission statement with total staff involvement

B. Written annual objectives for juvenile and adult services

- There are no specific annual objectives

IV. Policies and Procedures

A. Does the department have a policies and procedures manual?

How often is it revised?

- The department has never had a policies and procedures manual

- The chief probation officers in the northern region plan to develop a standard manual format for small rural counties

B. How are policies and procedures implemented?

- Policies and procedures are communicated through memoranda

C. Describe the process used to prepare policies

- Supervisors research other departments and share findings with staff

D. Describe staff input in policy development

- Staff participate in policy development at unit meetings

V. Monitoring and Evaluation Process

A. Describe the evaluation procedures for programs and services

- All grant programs are evaluated
- No other programs are formally evaluated

B. Are evaluations designed on performance-based measures?

- Evaluations are not designed on performance-based measures

C. Describe how monitoring and evaluation information is reported to the CPO

- Informally

D. Describe how this information is integrated into programs and services

- Information is constantly being exchanged informally

E. Describe how information from evaluations is integrated into management decisions

- Management embraces the importance of evaluation data

VI. Management Information Systems

A. Describe the current information system

- Currently, there is no integrated information system
- No e-mail system exists
- Information is exchanged through hard copies
- A computerized information system is in the planning phase with the Glenn County Sheriff's Department

B. Assess the efficiency of the information system

- No system is currently in place
- New system is expected to be excellent and will include e-mail and Internet

C. Describe how information needs are determined

- All staff and management are queried

D. Does a users committee exist and what is the composition?

- Initial needs assessments for the anticipated computerized information system includes input from all levels of the department

E. Describe how the MIS interacts with other parts of the system

- The new system will have the capacity to include all major stakeholders

F. Discuss additional information needs

- Apart from the new information system, no needs were identified

G. What are the computer equipment needs?

- None listed

VII. Funding Sources

A. What is the total budget? (juvenile and adult breakdown)?

- The total FY 2001 budget for the Glenn County Probation Department is \$1,543,905

B. What are your various funding sources?

- | | | |
|------------------|----------|-----------|
| ▪ General fund | (47.33%) | \$730,776 |
| ▪ TANF | (6.05%) | \$93,400 |
| ▪ Grants | (13.05%) | \$201,488 |
| ▪ Fines and fees | (33.58%) | \$518,488 |

C. Where are your greatest funding item deficits?

- Vehicles
- Increased salaries (second lowest in the county)
- Increased benefits package to attract experienced officers
- Office space
- Additional officers
- Safety equipment
- Weapons
- Juvenile hall funding

D. Level of CPO control over budget

- Has complete control over department budget

E. Large budget category comparisons for the past five years

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|------------------------|-------------------------|------------------|
| ▪ FY 1997: \$1,018,817 | General fund: \$528,032 | Other: \$490,785 |
| ▪ FY 1998: \$1,256,326 | General fund: \$688,303 | Other: \$568,023 |
| ▪ FY 1999: \$1,195,249 | General fund: \$779,287 | Other: \$415,962 |
| ▪ FY 2000: \$1,310,089 | General fund: \$560,057 | Other: \$571,032 |
| ▪ FY 2001: \$1,543,905 | General fund: \$730,776 | Other: \$813,129 |

Since fiscal year 1997, there has been a 65 percent increase in the total budget revenue. The fiscal year 2001 budget included 47 percent from the general fund and 53 percent from other revenue sources. The new chief probation officer has brought significant new grant revenues into the county. From fiscal year 2000 to 2001, there has been a 242 percent grant budget increase. The general fund contribution has ranged from 65 to 43 percent over the past five years.

VIII. Probation Services

A. Discuss the automated and validated needs/risk tools being used

- Adult services has no needs/risk assessment
- Supervision is determined by offense
- Juvenile probation services has a needs/risk assessment

B. Describe any specialized assessment services you provide

- Referrals for assessments are made to mental health, public health, and alcohol and drug services

C. What are the current standards for probation supervision workload?

- Based on number of cases and staff to supervise
- Priority given to presentence investigations

D. Describe how these workload standards are determined

- No standards are in place for the department

E. Describe the case plan process (supervision plan)

- Adult probation has no specific case plan except conditions of probation
- Juvenile services has supervision plans on all formal probation cases

F. Describe the continuum of services offered to probationers from least to most restrictive sanctions

- There is no continuum of services in adult or juvenile services
- Adult probation provides the following:
 - Presentence investigation reports
 - Drug court program
 - Domestic violence services
 - Adult gang officer
- Juvenile probation offers specialized services such as the following:
 - Juvenile gang officer
 - Disposition reports
 - Informal probation
 - Wardship probation assignments
 - Intervention services for families and youth to prevent out-of-home placements
 - Placement in camps
 - Foster and group homes
 - Services intended to intervene and prevent potential entry into the juvenile justice system
 - Student Attendance Review Board

G. Are there eligibility criteria for entering and exiting each program and service? Please describe.

- Consistent, objective eligibility criteria does not exist for the entire system
- Some specialized programs in juvenile and adult services require eligibility criteria
- For both juvenile and adult services, some criteria is based on the offense

H. What sanctions along the continuum are *not* available?

- Adult probation:
 - Electronic monitoring
 - In-county sex offender counseling
 - In-county 52-week batterers program

- Victim services funding
- Services for probationers who are not in crisis
- Drug and alcohol residential detoxification
- Counseling services in anger management
- Juvenile probation:
 - Mental health residential services
 - Electronic monitoring
 - Juvenile drug court
 - Drug and alcohol residential detoxification
 - Juvenile hall needs mental health services

I. Describe the role the judiciary plays in the intermediate sanctions system

(Responses in this section apply to both juvenile and adult services)

- The two judges in this county will cross calendars
- Judges agree with the recommendations of probation in 95% of the cases
- Judges are comfortable adding conditions to the supervision plan
- Courtrooms are personalized and welcome participation

J. What role does the judiciary play in determining the types of supervision sanctions needed?

- Judges ask many questions of probation staff
- Probation is very satisfied with the active interaction with judges

K. Are there any mandated sanctions?

- None reported

IX. Specialized Court Services

A. List the specialized programs in your county

- Adult drug court

B. Describe the relationship between these programs and probation

- Probation has the case management responsibility as well as responsibility for all drug testing
- Excellent relationship with judiciary and all other partners
- Judges like having alternatives
- Public defender describes drug court as nonadversarial

X. Probation and Private Service Provider Partnerships

A. Describe the services private vendors provide to the probation department

- There are no contracts for services or programs with private providers
- There are no community-based organizations or private nonprofit agencies in the county
- Batterers treatment is provided from resources out of county

B. How does probation staff view these services or programs?

- Not applicable

XI. Staff Development and Training

A. Describe the specific training subjects offered to staff

- Each new probation officer receives 240 hours of training from the state
- Each probation officer must have 40 hours of training annually
- Each institution worker must take 24 hours of annual training
- Each new supervisor and manager receives 80 hours of required training
- Each employee is given an in-house orientation program

B. List the training courses that are mandatory

- Several courses are mandatory but not on an annual basis
- CPR

- First aid

C. Describe how staff training needs are determined

- Supervisors determine officer needs
- Staff requests specific training
- There is some state-mandated training
- Training officer meets with management to discuss individual staff needs
- Staff training is focused on officer specialties

D. Describe the process used to get staff input for training needs

- Exchange of ideas from all levels of department

E. Describe the types of cross-training taking place

- Cross-training occurs daily because of the size of the department

F. Describe the management training being offered

- After promotion to supervisor or manager, an 80-hour course is required
- Management staff receive training on discipline, evaluation, liability, and time management

XII. Communication Systems

A. Describe the department's staff meeting schedule

- Juvenile and adult units meet formally two or three times a month
- Adult unit has no meeting scheduled for line staff
- Juvenile probation officers meet frequently with their supervisors
- Frequently meet informally
- There are no staff meetings with the chief and line staff on a regular basis

B. Describe the process used to disseminate day-to-day information to line staff

- Memoranda
- Face-to-face interaction

XIII. Program or Service Gaps

A. Discuss the resources, services, or programs you need to provide a more effective probation service

- Ability to recruit qualified staff
- Mental health services for juveniles and adults
- Eliminate fees for services
- Myriad resources for adult probationers
- Adult probation officers need to be in court
- More probation officers in the adult arena
- Fifty-two-week batterers program
- Probation needs to offer offender release programs and services
- Juvenile probation officers need to be available to probationers when they leave the court
- More visibility on school campuses
- Structured family court
- E-mail connections would be a good resource
- Electronic monitoring programs for both juvenile and adult probationers

B. Are any programs mandated?

- None discussed

XIV. Partnership with Judiciary

A. What services does probation provide for the judiciary?

- Adult services:
 - Deferred entry of judgment
 - Intake

- Presentence investigation reports
- Supervision
- Reviews
- Revocation hearings
- Drug court services
- Domestic violence services
- Sex offender services
- Community services
- Victim impact statements

- Juvenile services:
 - Detention services
 - Home supervision services
 - Disposition reports
 - Supervision
 - Reviews
 - Serve as hearing officers
 - Out-of-home placements
 - Gang grant services
 - Informal probation
 - Drug testing in schools
 - Restitution to victims

B. Describe the relationship between the judiciary and the probation department

- Excellent working relationship
- Mutual respect for each other
- Meet regularly to share ideas
- Judiciary is very supportive
- Judges are willing to accept the resource limitations of probation
- Judges are accessible

- Judges exhibit a caring demeanor, especially with juveniles
- Judges have immediate access to probation officers
- Good working relationship with probation and court administrator

C. Describe the process used by probation and the judiciary to ensure that the judiciary has the broadest possible sentencing alternatives

- Supervisors meet with judiciary

D. What changes or enhancements are needed to improve this partnership?

- Regularly scheduled meetings with the judiciary
- Educating judges about probation
- More one-on-one communication with judges
- Adult probation would like fewer misdemeanor referrals
- Adult probation would like to use short-form presentence investigation reports
- More resources or services
- Judiciary needs to get reports on time
- Generally judges get reports on time

XV. Partnership with Prosecutors and Defense Attorneys

A. What are the points of interaction among probation, prosecutors, and public defenders?

- Probation, prosecutor, and public defender work on an informal basis and share all relevant information
- Prosecutor and probation share criminal records and access to files
- Public defender is given police reports
- Public defender gets presentence investigation reports and disposition reports in juvenile unit

B. Describe the relationship among prosecutors, defense attorneys, and the probation department

- The prosecutor is very supportive of probation
- Relationship between probation and prosecutor is sometimes strained
- Sometimes the prosecutor “bullies” the probation officer
- The relationship with the prosecutor and public defender is good
- The public defender is not in an antagonistic role with probation
- The public defender does not spend enough time with clients on adult probation
- The public defender in adult services does not explain thoroughly the consequences of accepting a plea
- Public defender supports the conditions of probation

C. Discuss the exchange of information among probation, prosecutors, and defense attorneys

- Defense attorney and prosecutor get the same information
- Probation is the primary disseminator of information
- Probation shows no bias toward defense or prosecution
- There is an excellent informal information exchange
- Public defender does not exchange much information with probation

D. What changes or enhancements are needed to improve the partnership?

- There is a good working relationship with the prosecutor that needs no enhancements
- The prosecutor listens to probation
- The public defender needs to spend more time with clients, especially in juvenile hall
- Public defender does not receive presentence reports the requested five days before court, but this is changing.
- At times, the public defender feels outside of the partnership between probation and the prosecutor
- All three parties should meet as a group at least quarterly

XVI. Partnership with Other Collaborative County Departments

A. What are the points of interaction with these departments?

- Glenn County has a systems of care partnership with other county departments
- Mental health, social services, education, probation, and county supervisors working seamlessly with each other
- Probation receives grant money that also provides services to other county agencies

B. Describe the relationship between probation and these departments

- The relationship is excellent
- Probation gets immediate responses from county agencies
- All parties meet frequently to address systems of care issues
- County agencies are very flexible and willing to assist probation
- Probation received a Rural Gangs Planning Grant from the federal government
- The adult drug program has excellent relationships with treatment providers
- Agencies are not territorial
- Relationship with sheriff's department is excellent
- Monthly meetings with agency heads and county supervisors build partnerships

C. Discuss the exchange of information between probation and these departments

- Excellent
- Systems of care approach enhances the exchange of information

D. What changes or enhancements are needed to improve this collaborative relationship?

- None given

XVII. Juvenile Probation Partnership with Education System

A. Describe the relationship between the education system and the juvenile probation system

- Close working relationship
- Both are dedicated to working together
- Probation is invited to superintendent of schools meetings
- Schools encourage probation on campuses
- School-based probation has been very well received

B. What specialized programs or services are provided to juvenile probationers by the education system?

- The county school pays three-quarters salary for one probation officer to be on site
- Probation officer provides SARB services
- Probation assists in curriculum development for the juvenile hall school
- Probation officers provide training to classroom teachers in discipline, gang awareness, and the role of probation

C. Discuss the exchange of information between juvenile probation and the education system

- Excellent exchange of information

XVIII. Strengths of Probation Department

A. List and discuss the elements of the probation department services that you believe are outstanding or exceptional

- Outstanding leadership
- Staff buy-in to probation services
- Excellent urinalysis program, with superior instant responses

- Response to other agencies by probation is very timely
- Level of cooperation between probation and other agencies is outstanding
- Probation has a strong sense of community
- Management and line staff are willing to pursue additional education for themselves while on the job
- Drug court is very successful
- K-9 program is unique and a service to other agencies
- Probation is a family-oriented department
- Continuity of services is good
- Management gives line staff latitude to make decisions
- Gang officers help probation by being a community presence
- Domestic violence program has a positive prevention aspect
- Probationers are treated with dignity
- Probation shows compassion toward probationers
- Probation provides very good fact gathering for the judiciary
- Chief probation officer is very responsive
- The department has become innovative
- Probation officers are now in the community
- Probation is actively seeking funding sources
- Chief probation officer's grant-writing skills are outstanding

Exemplary Practices and Programs

The partnership among all three branches of government in this county is worth examining. The active leadership and supportive role the county supervisors play in bringing this system together is outstanding. County agencies in Glenn have learned to give up territorial concerns to better serve the citizens in their community. Glenn County was the recipient of a one-year planning grant from the federal government to service rural gangs. The grant award was given, in large part, because agencies of the county government represented a true partnership that did not exhibit territorial issues. This cooperative partnership among public agencies would serve as a positive model for

counties of any size. Glenn County is an economically poor community that is maximizing its limited resources.